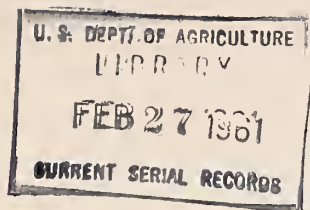


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EXTENSION SERVICE  
*Review*

FEBRUARY 1961



*Introducing the New*  
**SECRETARY OF AGRICULTURE**

# EXTENSION SERVICE *Review*

Official monthly publication of  
Cooperative Extension Service:  
U. S. Department of Agriculture  
and State Land-Grant Colleges  
and Universities cooperating.

*The Extension Service Review is for Extension educators—  
in County, State and Federal Extension agencies—who  
work directly or indirectly to help people learn how to use the  
newest findings in agriculture and home economics research  
to bring about a more abundant life for themselves and their  
community.*

*The Review offers the Extension worker, in his role of edu-  
cational leader, professional guideposts, new routes, and tools  
for speedier, more successful endeavor. Through this exchange  
of methods, tried and found successful by Extension agents,  
the Review serves as a source of ideas and useful information  
on how to reach people and thus help them utilize more fully  
their own resources, to farm more efficiently, and to make the  
home and community a better place to live.*

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## EAR TO THE GROUND

Former Minnesota Governor Orville L. Freeman stepped into the job of Secretary of Agriculture last month.

Who is this new man heading the Department of Agriculture? Through the lead article in this issue you can get acquainted with Secretary Freeman, his background, and some of his ideas.

The new Secretary takes over just a few months short of the beginning of the Department's 100th year. Created by the Organic Act of May 15, 1862, USDA will observe its centennial next year.

We in Extension are equally concerned with another centennial in 1962. The Morrill Act, providing for land-grant colleges, became law on July 2, 1862.

To help mark the Department of Agriculture anniversary, publications and correspondence are carrying the symbol shown on the bottom of this page. The slogan on the symbol, Growth Through Agricultural Progress, sums up the contributions to America's development, both of the USDA and the land-grant colleges.

Extension, as the educational arm of the Department and the land-grant colleges since 1914, has played a vital

role in the Nation's growth. According to Edward Danforth Eddy, Jr., in *Colleges for Our Land and Time*, "... the State and the Nation prosper in proportion to the development of the individual." While working with local people to carry out programs based on local needs, extension workers fulfill their share of the job.

Program planning is one of Extension's basic operating principles. Because individuals are directly involved, they are more likely to understand and support the county program goals.

Authors this month have tried to give you ideas on how to get the best results from work with your planning councils—county or interoffice. As John Ewing, Jr., of Kentucky says, "When extension workers know their jobs and their people, and when the people understand the problems and alternative routes, progress will be made."

Last month we were not able to include an article from New York University relating the offerings there for advanced work in adult education. You'll find this addition to graduate study possibilities along with more information on fellowships and scholarships in this issue.—DAW

The Extension Service Review is published monthly by direction of the Secretary of Agriculture as administrative information required for the proper transaction of the public business. The printing of this publication has been approved by the Bureau of the Budget (June 26, 1958).

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# Introducing Orville Freeman, Secretary of Agriculture

**O**RVILLE LOTHROP FREEMAN, 42, three-term governor of Minnesota whose work week averaged 80 to 90 hours as chief executive, is the new Secretary of Agriculture.

Since his appointment was announced by President John Kennedy, the new Secretary has upped his work quota to more than 100 hours a week. And he thrives on it.

A lawyer by profession, Freeman has the practical experience gained at the working end of a pitchfork and the knowledge of complex farm problems gained as chief executive of a major farm State.

## *Farm Interests*

While on the campaign trails some 10 years ago, the new Secretary attended an old-fashioned threshing bee—complete with steam threshers—in southern Minnesota and was pressed into the job of stacking the threshed straw.

"We'll see now what kind of a farmer he is," chuckled an old-timer.

But Freeman, who had spent his summers as a boy and young man on the 280-acre family farm, home-steaded in the 1850's near Zumbrota, Minn., proceeded to wield the pitchfork with calm assurance.

Heads began to nod approvingly in the circle of onlookers.

"He's building the stack real nice," a voice murmured.

"He'd better spread it a little to the left there . . . she's building up on him." And Freeman spread as the voices buzzed.

An hour passed and the stack was built true and firm, and Freeman had passed the critical muster.

As governor, Freeman has worked with the same deliberate calmness and energy to understand the problems and needs of the farmers of Minnesota.

In 1957, he appointed a study commission on agriculture which produced a detailed analysis of farm conditions in Minnesota. The chair-



man of that commission was Dr. Willard Cochrane, Professor of Agricultural Economics, University of Minnesota, and now economic advisor to the Secretary.

Freeman studied that report carefully and reinforced its contents with frequent visits to farm meetings and talks with farmers in travels around the State.

He knows farming and he knows farmers, and he plans as Secretary to seek to expand consumption at home and abroad, to provide farmers with income on a par with that of nonagricultural sectors, and to emphasize the enormous contributions which agriculture is making to the better life Americans live.

He believes that too few Americans realize that they pay less of their income for food than do people anywhere else in the world. He believes the fact that farmers have held the cost of living down has not been told as well as it should.

## *College Record*

The new Secretary was born in Minneapolis on May 19, 1918, of Scandinavian parents. A public school graduate, he enrolled in the University of Minnesota and plunged into

student activities with the vigor which has characterized his approach to any and all tasks.

As an undergraduate Freeman paid his way by working at various part-time jobs—bus boy, janitor, waiter, hod carrier, and harvest hand in the summer—and found time to become a leader in student affairs and athletics.

He was elected president of the All-University Council and won a letter as second team quarterback on the Golden Gopher football teams of 1938 and 1939.

He also won a Phi Beta Kappa key and the heart of a coed from North Carolina, Jane Shields, who was an arduous worker in campus activities.

Freeman was graduated magna cum laude with a B. A. in political science in 1941 and entered law school the same year. The war interrupted his legal training and he did not complete his law degree until 1946.

## *Served in Marines*

Enlisting in the Marine Corps in 1941, Freeman was commissioned a second lieutenant following OCS. Shortly thereafter, he married his college sweetheart.

Freeman has a distinguished war record. Fighting in the jungle campaigns of the South Pacific, he was leading a combat patrol on Bougainville Island when a Japanese sniper bullet shattered his jaw, severely injuring him.

His speech impaired, Freeman was hospitalized 8 months and regained his speaking ability through special speech therapy.

Following his release from the hospital, Freeman was assigned to headquarters of the U. S. Marine Corps, Washington, D. C. There he helped establish and administer the Marine Corps Rehabilitation Program. He was discharged as a major and now is a lieutenant colonel in the Marine Reserves.

(See *Secretary Freeman*, page 39)



# *Involving People for Program Success*

by LLOYD G. ROZELLE, Washington County Agent, Maine

**B**EFORE Rural Development, joint program planning in Washington County was difficult because different clientele were served by different agents.

Agricultural agents worked primarily with farm people. However, the home agent and 4-H club agent also worked with nonfarmers, rural residents, and townspeople.

But with the introduction of Rural Development, plus the addition of an assistant county agent, we have been able to move toward joint planning. Since the program was set up, with the help of State extension personnel, it has been guided largely by county people.

## *Drawing in People*

Before any committee is organized, all agents discuss its need and possible effect on the program. And though the program is primarily the responsibility of the county agent, when a committee is in the home agent's or club agent's field they suggest and perhaps make initial contact with potential committee members.

People contacted are those who have interests in the committee area. These, in turn, help build a group of people to plan an active program. At times, the people selected are already recognized leaders. In many cases, new and capable leaders develop.

Meetings are called to explain a situation. At times action programs develop immediately. But the group may meet many times and then perhaps need more information.

One such group, studying the educational needs of Washington County, has started a 5-year survey on school "drop-outs." Three years of study have been completed. We are begin-

ning to get valid summaries on which to base recommendations. These will be tentative until the survey is completed.

New programs are planned around, and preferably by, the people who will carry them out.

For example, we have an active committee in the field of recreational development. One project the group felt interested in was need for access sites to lakes, rivers, and the seashore. Some town and State officials were involved in planning the campaign, but it was the local leaders who actually put the program across. Action has now been taken on a dozen public access sites and more are in the mill.

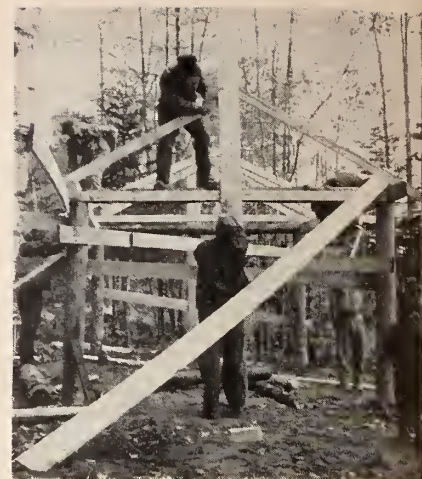
The same recreational development committee was concerned because many local people knew little about scenic attractions in the area. So the group decided to produce a film depicting the recreational potential. The idea was to build up the morale of county residents and help them recognize their resources. The film, *Sunrise County, U.S.A.*, was produced. Committee members made the contacts and arranged the financing.

## *Holding Interest*

When possible, the people who will carry out a program need to be involved in the basic planning. If this is not possible, people will still work if they know the details on how the program developed.

To keep people interested, they must be actively involved. A small group is better in the beginning, because all are involved in planning. As the program grows more people become involved, but we try not to get them on a committee until there is something to be done.

It seems desirable to involve people with different interests in a plan-



Volunteers construct a picnic shelter as part of Washington County's development of recreational resources.

ning committee. It is also helpful if they are from different geographical areas of the county. But in a large county it is difficult for a representative group to meet regularly.

In our regular agricultural program, local leaders meet on an area basis to plan. In the RD program we have about 100 people involved directly, plus others who help plan on a community basis.

A brief summary of our Washington County program methods would include the following:

- Contact interested people and present the situation squarely and honestly. Don't try to bluff or hedge. When you don't know answers, admit it.
- Get the interested people together and contribute what facts you can. Ask them for information.
- Don't underestimate the ability of people to tackle big projects. Progress may come a step at a time, but there are few things determined people cannot accomplish.
- Have the group make the plans. Then rely on the validity of those plans.
- Do your part to further the plans. Encourage others to do likewise.
- Prepare to see results.

We feel that this is how Rural Development or program planning can best be handled. State staff members are one of many outside resources. Planning is left to county residents with extension agent guidance.



# Getting the Most from Planning Councils

by GALE L. VANDEBERG, Assistant Director of Extension, Wisconsin

*Editor's Note: When this article was written, the author was a professor at the National Agricultural Extension Center for Advanced Study at the University of Wisconsin. He has since become Assistant Director of Extension, Wisconsin.*

COUNTY program planning committees are not new to extension workers. However, several factors have caused increased interest in them.

It has become more difficult for extension agents to identify needs and interests of people without involving them. Increased mobility of people; population shifts; rapid technological change and the accompanying community, family, and social changes; increased educational levels; and the varied, rapid communications media are all complicating factors.

The successes and failures of extension planning ventures have resulted in more intense efforts to discover the reactions of council members to council procedures.

So, the question is no longer, "Shall we have a countywide program planning council?" It is, "How shall we organize the council and how can it operate most effectively?"

## A New Slant

Studies have been made or are under way to gain insight into council members' perceptions and reactions to their planning experiences. This article gives a few generalizations from the various studies. One should recognize the need for adaptation in various situations.

Studies substantiate that "program planning is an educational process for those involved." Further, within that process sound plans can be developed that will inspire people and gain their acceptance.

When a staff sets out to develop

an educational program for all the people of a county, those who do the planning must be capable of performing that function. Selection of countywide council members should not be left to chance. It should be a systematic process focused on abilities to do the job effectively.

Mere representation of groups and interests is not enough. The practice of each of several organizations in a county sending its president or electing someone to represent the group may have serious limitations.

Individuals who are elected or appointed by their group may have vested interests. They may feel obliged to get their group's interests high on the priority list. They are apt to owe first loyalty to this special interest group rather than the countywide planning council.

Such a selection procedure does not assure that the member has the leadership traits, abilities, and willingness to express himself well nor to represent objectively the people of his community. In fact, it may get over-representation of certain kinds of individuals.

## Characteristics Preferred

Countywide planning council members need to have imagination, vision, and perspectives beyond community and county boundaries. Agents need to play a prominent role in establishing and maintaining effective council membership.

Extension agents need not feel that they are neglecting leader training or education by assuring themselves of a highly competent planning council to begin with. These people must be outstanding. They will continue to grow in competence and should become "super" leaders.

The planning committee needs to be a relatively homogeneous group. It is a fallacy to assume that individuals of one socio-economic level

cannot recognize the problems of others in their community.

People of high social status may serve better as resource people. People of low socio-economic status are often inactive.

There is a difference between representation by a cross section of the population and by people who can represent the interests and needs of the population. If Extension followed the "cross section of the population" idea, planning councils might be made up of 80 percent urban people, or 25 percent people over age 65, or 20 percent people with less than an eighth grade education.

No council studied has been composed of a true cross section of the county population. Yet there is evidence that these councils can and do identify problems relating to segments of the population not represented.

When professional people or other agency representatives serve on planning councils, action seems to center around them. Hence, it may be wiser for them to serve as resource people. Agents can work effectively with such people separate from the council meetings.

## Council Opinions

Many council members indicate they know relatively little about the job they are to perform and the organization and policies of their council. Many know little about the Extension Service and its organization and functions. Council members interviewed in various studies overwhelmingly endorsed the idea of more training for their job.

Council members will not object to attending more than two or three meetings. Interviews in six States did not reveal a single council member who felt too many planning meetings were held. In fact, they often criticized agents for not providing enough leadership nor bringing them together often enough to do an effective job.

Members generally are in favor of a somewhat formal organization of their council. They favor such things as new member orientation, regular officers, definite terms of office

(See *Planning Councils*, page 34)



# Package Approach to Fact Finding

by VANCE HENRY, *State Extension Agent, Missouri*

THE term, county program development, has different meanings for different people. To me, it is an educational process which includes developing a statement by local people with cooperation and help from their county extension workers. This statement includes the situation, objectives, problems, and suggested solutions.

The situation describes the present conditions, trends, and potential with respect to people and their resources. Objectives are statements of what the people want to accomplish. Problems are those things that are keeping people from getting what they want or from reaching their objectives. Solutions are recommendations by the people as to the ways they can get what they want or work toward their objectives.

## *All-Inclusive Ideas*

A county program should consider the situation of all the people in the county. Long and short-time outlook should also be given proper attention.

In Missouri, we recognize that program development is a continuous process. However, we encourage county people to do a thorough job of rebuilding their county program every 5 years. One objective is to get local people involved to the extent that they look upon the county program as their program and look to Extension for help in developing and carrying it out.

We are always seeking procedures and techniques that will help involve local people. County extension workers also need to know as much as possible about the local situation. Joint evaluation of the local situation contributes to both objectives.

In 1956, Douglas County was

designated a pilot county in Rural Development. Early in 1957, we started a comprehensive study in Douglas County to obtain detailed information about the people and their resources, establish some benchmarks, and help evaluate the programs then in effect.

This study did all these things. And it also turned out to be an interesting learning experience for those participating.

The sampling process included selecting sample segments of the open country and conducting an interview in each household in the selected segments. The sample was intended to be a cross section of the people who lived in the open country.

Ronald Bird, Agricultural Research Service, and Ward Porter, Federal Extension Service, helped develop the schedule. They also trained the interviewers and supervised the interviewing.

## *Snowballing Interest*

As a result of this experience, considerable interest developed in surveys as a program building process. Several counties in the area used simple surveys to provide additional situation information and to get local leaders involved.

These did more than provide valuable situation information. Leaders who were involved in the surveys became more interested in situation information that was already available regarding their county. When people become involved in analyzing their situation, it becomes easier to get them to set up objectives, recognize their problems, and agree upon solutions.

Oregon County was one of the counties that undertook a compre-

hensive survey as part of their program building process. County Agent Ralph Schaller was primarily responsible for conducting the survey.

The county extension staff and council members did most of the work in carrying out the study. Ten council members and the county extension staff did the interviewing. The results were tabulated in the county extension office.

The State staff helped in developing the schedule, drawing the area sample, and training interviewers. We also made a few suggestions on tabulating and interpreting results.

From these experiences, we were convinced that surveys were useful in the program building process. We were convinced that surveys helped to get people involved. And we were convinced that county extension workers and local leaders learn things about their county that they probably wouldn't learn any other way.

## *Survey Kit*

As a result of these experiences, a committee of Missouri extension workers, with help from Ward Porter, developed a survey kit for use of county extension staffs.

Several committee meetings and the work of a great many specialists went into this kit. Questionnaires are included dealing with various farm enterprises. The kit also contains a general section, sections on the household, home food production, health, farmstead, work preferences, communications, community, and youth.

The questionnaires are organized so a county staff may select certain areas of interest for study at any one time. A comprehensive survey involving all subject matter areas covered by the questionnaire can be undertaken.

The kit includes suggestions on sampling, collecting information, tabulation of data, analysis and interpretation of results, and reporting and using the findings.

This survey kit gives county extension staffs and local people a package approach to fact finding. Working together, they can evaluate the situation, set objectives, determine problems, and agree on solutions. These are vital steps in extension program development.



# Guidelines to County Program Planning

by EDGAR J. BOONE, Associate Professor, National  
Agricultural Extension Center for Advanced Study,  
Wisconsin

*Editor's Note: When this article was written, the author was Arizona's State Program Leader. He has since joined the staff of the National Agricultural Extension Center for Advanced Study at the University of Wisconsin.*

**W**HAT guidelines must we consider when developing an organization to effectively involve people in planning extension programs?

Identification of needs or problems by local people and the county staff is a primary problem in planning a program. Another problem is to decide on program objectives that reflect the needs and interests of people. An organization for involving people and a process for planning are required to meet these problems.

**Organizational Structure.** The county staff is responsible for a suitable organization of people through which to work in planning the program. The organization will vary from county to county. However, it should contain both county and community levels of organization.

Community level organization is necessary to involve large numbers of people. It is needed for a broad view—to consider countywide, State, and national situations. It is needed to provide a program policy and decision-making group, to consider all program suggestions, and to es-

tablish priorities. The success of the county committee depends on its ability to look at the county as a whole.

**Program Committee Membership.** Based on an analysis of the county situation, representatives from communities, committees, interest, and other groups are organized into a program committee.

Careful consideration must be given to what particular groups and interests should be included in the committee organization. Decisions about committee organization and membership should be based on this analysis of the county situation. The extent to which members of the program committee are representative of the various interests determines their qualifications.

Members of the county extension committee are selected by the group or area they represent for a designated period of time

The method of selecting committee members indicates the extent to which the selection was done by the people. Planning groups are a means of getting the thinking, leadership, and decisions of people in the program. Therefore, people should select their own representatives.

Rotating membership will provide opportunities for more people to participate in program planning.

Staggered terms will involve new people while retaining some experienced committee members.

**Preliminary Understanding.** So the committee can function effectively, staff and committee members should understand: the scope of Extension's educational responsibility, the purpose of the program planning committee, and the responsibilities of extension staff and committee members.

The county staff and program committee must agree on priority, scope, procedure, and schedule. In other words, agree on the importance and amount of time to be allocated to program planning, the phase of extension work to be planned, how the county staff and committee are to function, and when time is to be devoted to program planning.

**Background Information.** Background information for use in identifying problems for a long-term program need to be collected, analyzed, and interpreted jointly by the committee, county extension staff, and State staff.

Pertinent local, county, State, and national basic facts should be collected. These facts should give information as to what the people are like, habits and practices, what they

(See *Committee Guidelines*, page 34)



Navajo County staff prepares detailed information for a community program planning meeting.



Director J. W. Pou points out the continuous nature of program planning to the State staff.



# Reflection of a County

by JAMES E. NOONAN, Morton  
County Agent, North Dakota



Author James Noonan (right) sits in on the county program planning meeting. Livestock interests are represented here.

**A** WELL-PLANNED, comprehensive program of work coordinates the thinking and needs of all people in a county. It also gives the extension agent ideas on how he can serve, educationally, both rural and urban people.

Time spent in program planning is worthwhile when it involves local people and gives them a better understanding of the scope and importance of extension work. When local people have a part in determining what needs to be done, they are better able and more willing to help carry out extension programs. This lends to efficient operation of the entire extension program.

## Committee Makeup

Annual extension program planning in Morton County, N. Dak., involves people from all interests. Farm and urban leaders attend an all-day meeting as guests of the Rotary Club. This gives the leaders a picture of business problems. It also shows businessmen some problems on which extension and these leaders are working.

Essential among the groups represented is the county board of commissioners. Others included in program planning meetings are the county homemakers council president, 4-H club leaders, representatives of farm organizations, purebred and commercial breeders, supervisors of soil conservation districts, ASC and FHA committees, directors of rural electric cooperatives, bankers, chamber of commerce representatives, State legislators, elevator managers, superintendent of schools, farmers, and homemakers.

These people are first contacted by letter, then personally if possible. About 10 days before the meeting all are sent a reminder to insure good

attendance. Usually, over 90 percent show up.

Prior to this annual planning meeting, extension personnel prepare reports, charts, graphs, and slides showing progress toward goals. These are goals established through program projection and selected for attainment during the extension program year.

Additional current situation, trend, and problem information based on surveys, census data, outlook data, and requests for information and assistance is summarized for study by the planning committees. This information is presented at the morning session of the program planning meeting. It seems to stimulate thinking and serves as a basis of discussion to start the afternoon program.

Program planning is a continuous process in extension to meet the changing needs of people. The Morton County annual planning meeting is usually held early in November. Most of the fall work is done and the extension program year begins then. So we can take advantage of the help given by this group for the entire year.

## Details of Meeting

After briefing at the morning session, the planning group meets with the Rotary Club to tie in business interests. Then they divide into groups according to interests. Livestock, crops, and home and community living groups, meeting in separate places, elect a chairman and a secretary.

Blackboards are available for list-

ing the project to be considered, the situation, and possible solutions. This outlining seems to keep discussions from wandering.

The agent, home agent, and assistant agent meet with these groups in an advisory capacity. But actual program planning is done by the committees.

A time limit is set for each group to complete its work. Then the entire committee gathers and the secretaries report the action of their groups. Any overall recommendations not taken up by a particular group are considered at this general assembly.

The success of a program planning meeting depends on:

- Advance planning of desirable time and basic information.
- Selection of representative leaders from business, agriculture, home economics, and youth interests.
- Making sure those attending are familiar with the purpose of the meeting.
- Open discussion at the meeting.

After the annual program planning meeting, the extension staff prepares a program of work based on the reports of the three committees. Copies are sent to the State extension office to give supervisors and specialists an idea of work to be done in the county. This allows for correlation of work between specialists and leads to additional assistance available to counties.

The program planning meeting is the most important meeting extension workers hold. It is the basis for our entire year's work and deserves careful planning to make sure it reflects the thinking and needs of the people we serve.



# Playing Your Part in Office Harmony

by JOHN B. MITCHELL, Extension Rural Sociologist, Ohio

EVER think of yourself as an actor? Well, you are—all of us are. Do you remember this bit from Shakespeare's *As You Like It*?

"All the world's a stage,  
"And all the men and women merely players.

"They have their exits and their entrances;

"And one man in his time plays many parts."

Actually, you play many roles as you enact the drama of life. At different times you are an extension agent, husband or wife, church layman, and member of a civic club.

In terms of a congenial, cooperative team approach, role expectations are important in every county extension office.

## Defining Terms

You have a position in every group situation. This position is called a *status*. Certain privileges and responsibilities go with every status. When you put these into effect, you are playing a role. The expected pattern of behavior that goes with every status is called a *role*.

Status and role may be likened to Siamese twins—where you find one you find the other. Every status has a role.

People have expectations for every role. The privileges and responsibilities ascribed to a role are called *role expectations*. In other words, there are certain ways you are expected to play this part.

Roles are learned patterns of behavior. The lines and ways of playing a role have to be learned. You learn to be an extension agent. You formulate ideas as to what your role involves—what a good agent does and does not do. This definition of your role starts in college or before and continues throughout your career.

Along with this formulation of your role as an agent, you also develop expectations as to what your coworkers are expected to do. These expectations are called job descriptions or responsibilities in guides for extension workers.

You may be surprised that there are nine sets of role expectations in the usual office. The county agent and home agent have three sets of role expectations; she shares three sets with the 4-H agent and three exist between the 4-H agent and the county agent. This does not take into account additional agents and secretaries.

Where role expectations are the same or coincide, working relations

are friendly and cooperative. For example, if the home agent has the same expectations as the agricultural agent concerning his job, and if his expectations of a home agent are the same as hers, they will have a happy working relationship. They see eye to eye as to their areas of work. They will not "get in each other's hair" in conducting the county program.

Tension, conflict, and unhappy relationships result when role expectations do not coincide.

## Dual Roles

Some States have a chairman for each county staff, so one agent plays two extension roles. This makes the need for clearly defined role expectations even more important. The county team must develop an understanding of the privileges and responsibilities of a chairman.

As the same person plays both roles, it is very important that he tell his coworkers when he is speaking as the chairman. Coworkers will assume he is playing the agent's role unless he mentions he is bringing things to their attention as the chairman.

(See *Office Harmony*, page 34)



Conflicts rise when role expectations do not coincide.



A happy team—result of the same role expectations.

(Harold C. Ruggles, Agriculture; Mrs. Lucy V. Fogg, Home Economics; and Norman L. Burkitt, 4-H, from Wayne, Greene, and Clinton Counties of Ohio, posed for these pictures.)



## COMMITTEE GUIDELINES

(From page 31)

do and how they do it, and facilities available. The information collected will influence the selection of problems and objectives.

After the facts have been collected, screened, and organized, they should be analyzed and interpreted under the leadership of county and State staff members. The county committee can help identify major needs and interests of the people.

**Committee Aims.** The identified major problems, needs, and interests should be reviewed and studied by the program planning group. This is to determine priorities for use of resources.

Immediate and long-time objectives related to the identified needs and interests should be determined jointly by the people, county planning group, and extension staff.

The planning group, aided by the county staff, coordinates the long-term extension program with the programs of other local organizations that work in related areas.

**Records and Evaluation.** Adequate records should be kept on planning activities and committee evaluation of these. These may consist of minutes of meetings and other records that will help in evaluating planning activities.

These guidelines attempt to provide a systematic design for organizing people in planning extension programs. These guidelines, like any other standards, must be regarded as something to measure up to. Our expectations in achieving these must consider our starting point, the rate at which people accept change, and our ability to accomplish what is needed.

### *Extension's Task*

Extension cannot and should not meet all challenges within its own organization. Extension's task is to involve all areas of interest within the local unit, to assemble information pertinent to program planning, to act as a catalyst involving other appropriate public and private resources, to help appraise community resources, to stimulate development of program objectives, and to bring

in supporting services necessary to carry out the program. Extension has to assume leadership in presenting factors outside the community which need consideration both in program formulation and in establishing program objectives.

Ideally, program planning provides people with an educational experience and inspiration to support the extension program. It will also result in improvements in agriculture, communities, and family living.

## PLANNING COUNCILS

(From page 29)

and membership, regular meetings, subcommittees, prepared agendas, written guides, use of resource personnel, and reporting of progress.

### *Duties Named*

Some of the most important functions of countywide planning councils, as identified by the members in various States, include:

- Identify the needs and interests of people and the problems that concern the county as a whole.
- Assist in developing a sound, long-range county program based on factual information.
- Evaluate the county extension program and serve as a sounding board for ideas and project plans.
- Assist in developing program planning policies and maintenance of council membership and organization.
- Assist in determining program emphasis or priorities for annual program plans.

Some of the least important of the council functions were found to be: determination of teaching methods and techniques, coordinating activities of agricultural agencies, assisting with administrative procedures in staffing and work relations, securing financial aid for extension work.

Thus, there is evidence that countywide planning council members view their role in terms of formulating the educational program and not in terms of administrative matters or program execution.

It seems clear also that there is need for continued training in program development. County agents,

supervisors, and specialists need to develop: greater insights into program planning, council functions, and functioning; greater skill in group processes; and common agreement on purposes, responsibilities, and organization of councils.

Perhaps the most significant finding is the great zeal and enthusiasm of council members for program development on a countywide basis. This zeal, coupled with the satisfactions from accomplishments and participation, ought to spark every extension worker to study his committee and redesign his procedures to reach the great potential offered in this educational process called program planning.

## OFFICE HARMONY

(From page 33)

The agent playing this dual role must know which privileges and responsibilities are those of the chairman and which ones go with his usual role. If he understands his role as chairman, it will be easier to define this job with his coworkers.

If his concept of this role is vague, there will be confusion as to the role of the chairman. Possibilities of conflict are increased if the staff does not know when the agent speaks as chairman or when as agricultural agent.

### *Understanding Differences*

Unhappy working relationships caused by differences in role expectations have implications for supervisors as well as county staff. The misunderstandings are likely to be expressed as: "That isn't a part of my job," or "He should be responsible for this area."

Differences in role expectations need to be communicated to reduce the possibility of tension. An office conference is a place where your respective privileges and responsibilities can be discussed. You all work toward clearly understood role expectations.

If differences in role expectations can be ironed out, working relationships should be pleasant. The county team will get the job done in keeping with our tradition of a cooperative extension program.



# A LOOK AT



## THE NEW EXTENSION SUPERVISOR

by **DR. MARDEN BROADBENT**,  
*District Director*, and **CLEON M.**  
**KOTTER**, *Editor*, Utah

**H**AVE you, as a county extension worker, ever looked upon a new supervisor and wondered why he sometimes seems confused?

That question is not meant facetiously. In fact, you may find the answer interesting and enlightening. So let's explore some answers to the following questions:

From whence do new extension supervisors come? What is their background and training? What additional training might they need? What difficult areas of responsibility will they encounter?

### *Regional Surveys*

A study of extension supervisors in the western and southern States revealed that the extension supervisor is the product of the county workers' own educational system. He

has advanced along your own organizational pattern. In fact the ranks of county workers universally supply the material for extension supervisors. The supervisor is certainly not an "outsider." Extension personnel have almost invariably been selected for supervisory positions after 10 or more years of experience in other extension positions.

Notice what was discovered in these studies: Over 90 percent of all men and women supervisors in the southern States had been county agricultural or home agents. Seventy-nine percent of the women supervisors in the western States had been home agents, and 68 percent had been specialists. All men supervisors in the southern States had previously occupied an extension position, and only one in the western States had not. Only one woman supervisor in the southern States, and none in the West had not held an extension position previously.

### *Age and Education*

Supervisors in these two regions were all over 31 years of age. The majority came from the 41 to 60 age group.

The supervisors' academic picture is much the same as county workers'. Most supervisors have earned degrees in technical subject-matter fields unrelated to supervision. Only a few have done much formal advanced study in social sciences, humanities, personnel, and supervision.

So the new supervisor, promoted from the ranks, is faced with an abrupt transition. His technical subject-matter training and first-hand experience are often separated by a chasm from the new demand in personnel management, application of theories of learning, motivation, programming, human relations, group dynamics, and public relations.

Comparatively, academic attainment was higher among the Western Region supervisors than the Southern Region. Women supervisors had higher academic attainment than the men. Our analysis of men and women indicated 1 percent with no formal degree, 51 percent with a B. S., 45 percent with an M. S., and 3 percent with a Ph. D.

Many supervisors had pursued

studies beyond their highest academic degrees. A higher percentage of southern supervisors than western supervisors and more women than men, in both regions, had pursued such studies.

Practically all had attended regional and/or State extension summer schools. However, only a few had major or minor studies in the social sciences and/or humanities.

About 60 percent of the more recently appointed supervisors indicated that they had been provided significant supervisory training through special inservice training programs, but only 15 percent of the men and 21 percent of the women said they had significant supervisory training help from college courses. On the other hand, about 30 percent reported no significant supervisory help from either college courses or inservice training instruction.

It is particularly significant that college course work in educational psychology, supervision, and evaluation were widely accepted as valuable study areas. These are the specific courses sponsored in regional and/or State extension summer schools. Other course areas more prominently selected as valuable to supervisors include: group processes, educational research methods, curriculum planning, and human relations in administration.

### *Helpful Training*

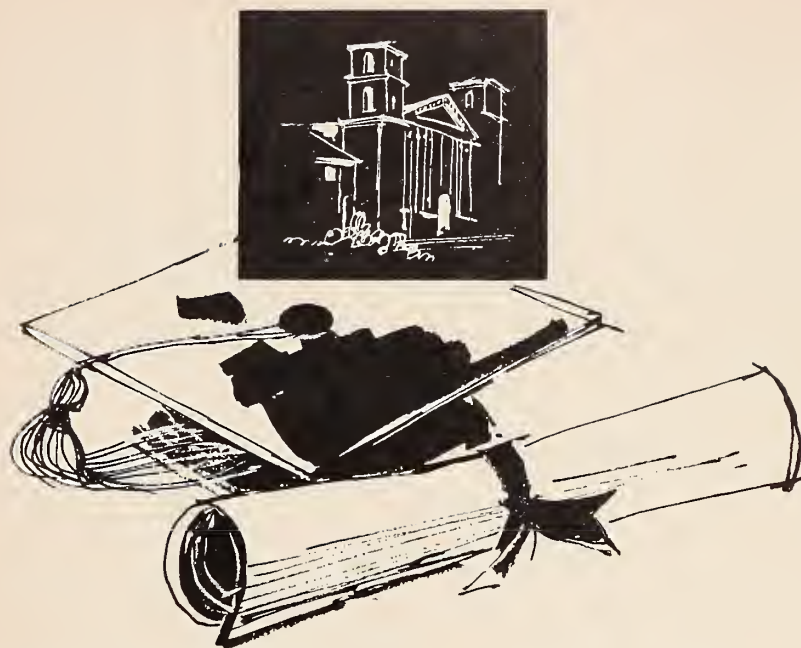
We thought it logical to conclude that a number of training methods would provide systematic training for supervisors. The supervisors indicated that they considered 12 methods as having particular value. "Counseling or visiting with other extension and college staff members on supervisory problems" was the method they had participated in most.

A large majority indicated a high regard for doing graduate work in supervision. However, only a small percent have actually been involved in a graduate supervision study program.

The newly appointed supervisors placed high training values on "attending regional schools and workshops for supervision study." But

(See *New Supervisors*, page 37)





# Further Opportunities For Graduate Study

## References on Scholarships And Fellowships for Graduate Study

The following publications are full-length references on scholarships and fellowships for graduate students. They are often found in college libraries in larger cities.

U. S. Department of Health, Education, and Welfare, Office of Education. **FINANCIAL AID FOR COLLEGE STUDENTS: GRADUATE.** Washington, D. C., U. S. Government Printing Office, 1957. (Bulletin 1957, No. 17.)

Statistical data in this directory indicate that 330 colleges and universities awarded 24,885 fellowships in the academic year 1955-56, which had a total value of \$18,239,150. Data on graduate fellowships are listed under the college or university by major field of study where applicable, together with the average amount of the award.

Feingold, S. Norman. **SCHOLARSHIPS, FELLOWSHIPS, AND LOANS.** Boston: Bellman Publishing

Company, Inc., 1955 (3 volumes).

Lists the sources of financial aid to students. It has excellent information and is well written. The concentration is on those scholarships not controlled by institutions of higher learning.

Rich, Wilmer S. **AMERICAN FOUNDATIONS AND THEIR FIELDS.** Seventh edition. New York: American Foundations Information Service, 1955.

Lists over 4,000 foundations giving, as far as is known, the source of their incomes, the amount expended in 1954, and for what purpose. The foundations are first listed by States, then alphabetically within the State. A third listing shows foundations by their fields of contributions.

## Soroptimist Foundation Fellowship

The Soroptimist Club of Los Angeles announces its ninth fellowship to an outstanding woman for 1 year of graduate study. The award of \$1,500 is for the academic year

1961-62. The field of study is open but consideration will be given to an unusual field for women to study at an accredited college or university in the greater Los Angeles metropolitan area.

Fields covered in previous years include: international economics, student dean program, speech correction, music, and international relations.

Applications and further information may be obtained from Margaret Gabriel Hickman, Chairman, Fellowship Committee, Soroptimist Foundation of Los Angeles, 4591 Round Top Drive, Los Angeles 65, Calif.

## University of Colorado Conservation Fellowship

The Department of Economics, University of Colorado, is offering one fellowship in the field of renewable natural resources for the academic year 1961-62. The stipend available depends on the amount of other funds available to the student and may go up to \$3,000.

The program is designed to provide training in the administration, management, and development of renewable natural resources. Applicants should be men ready for advanced training and promotion. Completion of the 1-year program entitles the Fellow to the degree of master of public administration.

This program is a continuation of that formerly offered at the Graduate School of Public Administration at Harvard.

Applications are made through the State director of extension to the Extension Training Branch, Federal Extension Service, USDA, Washington 25, D. C., by April 1.

## The Southern Fellowships Fund

The Southern Fellowships Fund makes available Dissertation Year Fellowships for dissertation research and writing leading to the Ph. D. or a similar high degree for faculty members in institutions of higher education in 14 southern States. The fellowships apply in: Alabama, Arkansas, Florida, Georgia, Kentucky,



Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

This announcement describes the 1961-62 Dissertation Year Fellowships. Announcements of the 1962-63 program will be made about July 1, 1961. Applications must be filed by December 15. Eligibility requirements must be met by February 1.

Grants are made to candidates for work primarily in biological and physical sciences, social sciences, and the humanities. The candidate must have completed residence, course, and language requirements for the Ph. D., passed qualifying examinations, and have dissertation research under way. The stipend varies from \$2,500 to \$3,600 depending on marital status and period of time (6-12 months) requested by the candidate. Applicants must give or assist with courses of instruction or be engaged in institutional administration.

For more information write: Robert M. Lester, Executive Director, The Southern Fellowships Fund, 119 North Columbia Street, P. O. Box 427, Chapel Hill, N. C.

## Summer Laboratory In Human Relations

National Training Laboratories announces the 15th annual Summer Laboratory in Human Relations Training.

Persons involved in problems of working with people in a training, consultative, leadership, or administrative capacity are eligible to attend.

Each training group becomes a laboratory using its own experience as a group to learn how groups grow and the individual and social change that may result. Group skills of diagnosis and leadership are practiced through role-playing, observation, and case analysis.

Sessions are scheduled at Gould Academy, Bethel, Maine, from July 2-14 and July 23-August 4. Consultations following each session are optional.

For further information write to NTL, 1201 16th St., N. W., Washington 6, D. C.

## BOOK REVIEW

**WINDBREAKS** by J. Martin Bailey. Friendship Press, New York.

The purpose of *WINDBREAKS* is to give the reader a deeper understanding of the varied ministries of the church in town and country. It is directed at youth and their adult advisors and counselors.

The book is a stimulator and also a guide to projects. The illustrations of actual experiences make it easy for a person to see himself in the role of those in the stories.

The positive approach of building windbreaks of defenses against eroding forces of provincialism, selfishness, prejudice, inertia, and the like is most effective.

The book preaches an effective sermon to the church—laity and clergy. The single thread running throughout is the need to minister to people within the network of the community relationships. The role of the church is not confined within the walls of the church.

Guidelines and illustrations are given as to how the church works with and through rural organizations—4-H clubs, Future Farmers of America, conservation groups, and farm organizations. This should help stretch the vision of all those working with youth in their exploration into careers and their role in the community—*P. F. Aylesworth, Federal Extension Service.*

## NEW SUPERVISORS

(From page 35)

they had little opportunity to participate in this type of training. Likewise, they had little opportunity to participate in other such training methods as apprenticeship, special staff seminars, and traveling with experienced personnel.

More and more States are providing a special time in the State office for orienting new supervisors.

We discovered that current professional journals and periodicals in the field of supervision are evidently not satisfying the needs of extension supervisors. Perhaps supervisors are not aware of some sources of the more valuable current writings in this field.

A newly appointed supervisor faces a wide scope of responsibilities:

Evaluating and helping county workers evaluate county programs and results.

Appraising county personnel and helping county workers appraise themselves.

Helping county workers establish realistic objectives for the overall program and specific projects.

Determining the real training needs of county workers.

Counseling with and guiding county workers.

Helping county workers inventory existing conditions, visualize problems, analyze resources and interpret facts for use in program development.

Finding where and how to obtain help in supervisory knowledge and skills.

Dealing with salaries, promotions, transfers, and dismissals of county personnel.

Organizing and/or conducting effective training programs for county personnel.

Helping county workers plan and conduct extension studies.

Helping agents coordinate or integrate agriculture, home economics, and youth work in a county program.

Helping county workers develop job descriptions.

Understanding the duties and responsibilities of the supervisory job.

## Understanding Difficulties

If you were to become an extension supervisor, you would be confronted immediately with some high adjustment hurdles. Most likely you would not automatically understand the requirements—the diverse and widely variable areas of responsibility—of this new position any more than most newly appointed supervisors have done.

Reflecting on this, you will appreciate the fact that the new supervisor should be provided "personal development opportunities" which will help him bridge this gap in his training. With training and experience he can acquire some of the knowledge, skills, and attitudes needed to attain high standards of job performance.

Until then, have charity. Remember that he or she is one of you.





# PRIVATE UNIVERSITY in the PUBLIC SERVICE

by RONALD SHILEN, Assistant to the Dean, School of Education, New York University

UNACCUSTOMED as I am . . . there is little choice. The editor wrote, "We prefer (over admission requirements and course offerings) that you emphasize the reasons why an extension worker should select New York University for graduate study." This I am not at all loathe to do.

During my 8 years as the operating executive of a foundation's fellowship programs in adult education, I was asked in dozens of face-to-face situations and in countless pieces of correspondence where to study. No week in the office went by without such an inquiry over the telephone.

## Objective View

If pressed beyond the standard and somewhat hedged answer, "That depends on what you want to do and what you need to do it," I was wont to name several universities in different parts of the country. This objectivity was deliberate and steadfast. In my role, I had to treat with scrupulous fairness the 12 or 13 institutions regularly offering graduate programs in adult education. This really wasn't difficult. Each university had its strengths and these I endeavored to describe fairly and fully.

The situation is changed. The fellowships with which I was associated and about which I wrote a year ago (*EXTENSION SERVICE REVIEW*, January 1960) are no more. I did not know then that the still-unchosen Fund for Adult Education Fellows of 1960-

61 were to be *la derniere classe*. Nor did I know that within a year I would resume teaching and continue administering at New York University.

My primary mission is to tell you what is special about N. Y. U. for extension agents, specialists, supervisors, and administrators. If I have been circuitous in getting started, blame it on modesty.

Over the years, I have consulted on graduate programs with many county agents, district supervisors, and State leaders, of both sexes, before, during, and after their participation in such programs. Consultations and interviews of this sort were a key responsibility of my office.

Multiply that source of information by the public school adult educators, the administrators and teachers in evening colleges, general extension, libraries, organizations and agencies with whom I dealt and my singular vantage is apparent. It would be difficult to set up a better curriculum for the person whose job it would be to organize and lead a program of graduate study in adult education.

## Metropolitan Offerings

New York University is not a land-grant school, nor is it a State institution. "It is a private university in the public service." It is not merely a major university in the East, it is a great institution of inter-

national repute. The fact that N.Y.U. is in New York City, "the crossroads of the world," is more than incidental to the institution's stature.

The School of Education grants Ph. D., Ed. D., and M. A. degrees with specialization in adult education. I am a member of the Department of Administration and Supervision and give the courses in adult education.

The School of Education has had a long and distinguished history of advanced programs in adult education. During the past 15 years these have been administered by Prof. John Carr Duff, who continues to teach in the Department of Administration and Supervision and to provide wise counsel and invaluable assistance in adult education.

A matriculated student taking course work, irrespective of the load, is in residence. All of metropolitan New York City and its suburbs are N.Y.U.'s "dormitories." Actually, the graduate students live where they choose, and there is probably no urban area in the world that furnishes greater choice.

Those who have to defray the costs of graduate school from savings, current earnings, and loans will appreciate the fact that courses, both required and elective, are available evenings and Saturdays, as well as during the weekday mornings and afternoons. My colleague, Prof. Henrietta Fleck, Chairman of the Home Economics Education Department, says there is no dearth of oppor-



tunities for part-time and regular employment in New York City for graduate students in her area.

The faculty of the School of Education includes outstanding psychologists, sociologists, anthropologists, and scholars in the humanities and science. These and other experts in varied skills and arts share a highly-specialized interest—the education and training of teachers and educational leaders.

### *Classroom Advantages*

All of the classes I teach have at least one extension worker. It is my expectation and purpose that the number in future classes be increased.

If a class or a seminar in adult education is to be highly effective in fulfilling the common objective of its membership—whether the subject matter concerns history, philosophy, principles and practice, methods and materials, or any other aspect of adult education—it needs extension members. There is a corollary—extension workers engaging in advanced study need exposure to the points of view, the problems, the approaches, the commonalities of enterprise and invention of the toilers in the adjacent and comparable vineyards of adult education.



Such intellectual fraternization is indispensable to an adult education curriculum for professionals. It has important implications for what can and should happen in the communities the educators serve.

The Extension Service is undergoing or facing (most leaders concede this either/or) rigorous transformation. The nature and cause of it

are as much in dispute as the direction in which Extension is moving or being moved.

Leaders with acuity of vision and the courage of their convictions have achieved consensus around at least one affirmation—Extension vitally needs broader-gauged leaders and differently-equipped workers. The conventional curricula are smooth with use. They are, nonetheless, ruts; fine for wagon wheels but totally unsuited for cleated tractor tires. Undergraduates and graduates in extension are still being carefully prepared in some places for the skillful handling of tasks and problems that have shrunk or vanished.

The sermon of the preceding paragraph relates to the rest of this article only to the degree that the reader glimpses a connection. You may not have thought about New York University as a place to go for graduate study because it's outside the orbit of the ordinary in your sphere. Think about it!

This space talk reminds me that I have nearly run out of my quota. I barely have enough to mention N.Y.U.'s program of adult education in public affairs.

The design of this program is almost wholly determined in student-advisor consultations, and the core of it ranges from international affairs education to leader training for local discussion groups. Obviously a campus environs that includes the United Nations headquarters and the industrial, cultural, managerial, and organizational centers in and about New York City provides a unique laboratory for study and internship for adult educators in public affairs.

Those interested in this program or anything else in adult education at N.Y.U. should write to the author.

### **SECRETARY FREEMAN**

*(From page 27)*

While completing his law degree at the University and after graduation, Freeman was assistant to then Minneapolis Mayor Hubert Humphrey. Freeman was in charge of veteran affairs from 1945-49. From 1946-49 he was chairman of the Minneapolis Civil Service Commission.

During the late forties and early fifties he was a member of the law firm of Larson, Loevinger, Lindquist, Freeman, and Frazer. He was a candidate for Minnesota's attorney general in 1950 and for governor in 1952. He was elected governor in 1954 and re-elected in 1956 and 1958.

Besides his political and governmental activities, the new Secretary is active in a host of civic, professional, and church activities. He has been a deacon in the Ebenezer Lutheran Church in Minneapolis and has served as officer in many other organizations.

The Freemans have two children, Constance, 15, and Michael, 12.

## **Monthly Revisions in Publications Inventory**

The following new titles should be added to the Annual Inventory List of USDA Popular Publications. Bulletins that have been replaced should be discarded. Bulk supplies of publications may be obtained under the procedure set up by your publication distribution officer.

- F 2099 Control of Caterpillars on Commercial Cabbage and Other Cole Crops in the South—Revised December 1960
- F 2151 The Japanese Beetle—New (Replaces F 2004)
- F 2153 Feeding Dairy Cattle—New (Replaces F 1626)
- G 74 Food and Your Weight—New
- G 75 The European Earwig—How to Control It Around the Home—New
- L 23 Sweetclover — Revised December 1960
- L 367 The Tomato Fruitworm—How to Control It—Revised November 1960
- L 449 Okra Culture—Revised November 1960
- L 481 Selecting Farm Framing Lumber for Strength—New
- L 484 Persian Clover, A Legume for the South—New (Replaces F 1929)
- MB 15 U. S. Grades for Beef—New (Replaces L 310)
- F 2035 Making Land Produce Useful Wildlife—Revised November 1960
- F 2041 Castorbean Production — Revised December 1960
- L 184 The Elm Leaf Beetle—Revised December 1960

# Plan with a Full Crew

by JOHN H. EWING, JR., *Green County Agricultural Agent, Kentucky*

A SHIP at sail without a captain will never reach port. A program undertaken without a leader will never be achieved. A ship captain has full knowledge of everything going on, but hundreds of others keep the ship moving toward the goal.

This might also be said of the Extension Service. An extension worker must have complete knowledge of the situation and be a guiding force in program planning. At the same time he must have a full crew of planners.

The scope of Extension is far reaching. If we read realistically and comprehend the original Smith-Lever Act, the purpose of Extension was the same then as it is today—to motivate the people within an area to work toward improving their economic and social standards of living. This leaves no room for an extension worker who is not working toward that end.

## *Realistic View*

To make any progress toward such a goal, an extension worker must understand several important facts.

He must realize that there are others who can share in the total program. No matter how hard he works, he will not solve all the problems. Many of the same problems and new ones will face those who follow.

An extension worker must know as much as possible about the area in which he works. He must be wil-

ling to work with others and share their knowledge. He must know how to accomplish the purposes set forth.

This means two things. First, extension must develop a team approach, within its own personnel and with others working in the area. Secondly, extension must widen its program to include nearly every facet of life within the area.

These two things cannot be accomplished in a short time. Years of work toward such a goal are needed. The goal, moreover, is never reached, because as we approach it, it moves farther away into a broader field.

## *All-Inclusive Planning*

The only way to develop a program to meet the people's needs is to include as many people as possible in the developing stage. If we want people to cooperate on the total program, we must ask their help to develop the program from the start.

How do we organize for program development? We assume that our extension forces are organized and that we have as much knowledge of the area as possible.

We must now assemble people from all walks of life for a program development meeting. Involve a representative from every possible group. This includes other agricultural agencies, health organizations, bankers, business, local government, schools, trade groups, public service groups, farm organizations, 4-H,

homemakers, livestock associations, crop groups, forestry, and others.

The timing, place, and arrangements of the original meeting are important. Ample time should be allowed.

The local extension staff should stay in command. This does not mean to dominate the meeting. By using diplomacy the extension workers can stay in the background but still guide the meeting.

The keynote address could be given by someone well-versed in the problems of the county, with plenty of enthusiasm. The morning session can be devoted to brief talks.

There should be time for questions and answers and several short breaks. This will allow freedom of discussion.

Later, small groups may be given an hour to discuss and list the problems they think should be included in the total development program. After an hour, all groups should be brought together in another general session.

## *Basic Summary*

After each group has reported, the problems may number 75 to 100. These usually can be cataloged under problem areas similar to the Scope Report.

This forms the first draft of the total area development program. The first draft becomes a framework for nearly any area problem.

After the total area development program is planned, specific problem areas listed are attacked. Special committees, interested in the various areas, carry on the work.

So Extension, like a seagoing ship with a full crew, can set out toward new goals. When extension workers know their jobs and their people, and when the people understand the problems and alternative routes, progress will be made.